

## Section II: Functional Annexes

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### **Purpose**

The purpose of this annex is to describe organizations, procedures, and responsibilities for providing mass care for victims of an emergency or disaster. Hazard-specific appendices to this EOP contain additional information for certain specific emergencies. It is not intended to define Standard Operating Procedures (SOP) for any particular agency, but to provide a framework for operations in the event of mutual aid between agencies.

### **Situation and Assumptions**

#### **1. Situation**

- A. The County's Hazard Identification process identifies hazards that could cause an evacuation of some portions of the towns within the county. The most likely scenarios requiring sheltering range from a few families to a large segment of the population. This could occur with severe weather storms, severe flooding, wildland fires, earthquake, or hazardous materials incidents in or near a community.
- B. The location and type of facility used as a mass care shelter (MCS) will vary depending on the nature of an emergency and the size of the population to be evacuated. Groups of evacuees with special needs such as hospital patients, or nursing home residents will need to be sheltered in a facility which meets the special needs of the group.
- C. Provisions must be made at each mass care shelter to provide for the basic human needs, such as emergency medical care, emergency supplies of water, food, medicine, and recreational activities. Those not housed in public shelters may experience similar needs, and require emergency supplies of food and water.

#### **2. Assumptions**

- A. Although the ultimate responsibility for providing reception, sheltering, and mass care rests with local government, the American Red Cross (ARC) will manage and coordinate shelter and mass care operations within their capability.
- B. Until such time that the Red Cross arrives on-scene, local government will have to manage and coordinate all shelter and mass care activities.
- C. Under emergency conditions requiring evacuation, most evacuees will seek shelter with friends or relatives, leaving as much as 30% of the population to be sheltered in established mass care shelters.
- D. Evacuation to reception centers for processing prior to transfer of evacuees to more suitable shelters may be required because of the urgency of the situation and to control mass care shelter allocations.

### **Concept of Operations**

#### **1. General**

- A. Reception Centers (RC) will be used as a gathering place for evacuees to provide initial processing. These areas will be located along predetermined evacuation routes and sufficiently distant from the affected areas to provide ease of public access and to preclude possible relocation of the area. Guidance, information, and if necessary, transportation will be provided

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to move the evacuees to an appropriate mass care shelter. Depending on the nature of the emergency, contamination will also be conducted at the reception center.

- B. Mass care shelters will be located sufficiently far from the affected area that re-evacuation of its occupants would not be required.
- C. Disaster victims will be encouraged to obtain housing with family or friends or in commercial facilities. To the extent possible, local government will assist and coordinate post-disaster housing needs of the homeless.
- D. Shelters may be mutually supporting. For example, food may be prepared in one shelter and delivered to others.

### Direction and Control

- See Annex A in Section II. Functional Annexes.
- The ARC will coordinate and manage all mass care shelter activities in Stillwater County.
- Because of potential shortages of trained and experienced MCS management personnel, particularly during the early hours of an emergency situation, selected evacuees may be asked to assist in center management. (In large scale events, such as the the flooding that followed Hurricane Katrina in New Orleans, Incident Management Teams (IMT) and private contractors were brought in to assist with shelter management).
- If phones are out, volunteer amateur radio organizations may be used to provide communications between mass care shelters, the ARC District Office, and the EOC.
- For small-scale emergencies, such evacuation-related sheltering decisions and activities may be accomplished near the scene of an incident, after coordination with the Incident Commander.
- Sheltering activities will be activated upon the request of the IC, EOC, or CEO.
- Coordination of reception and mass care activities will be accomplished by the ARC among their headquarters, mass care shelters, and the EOC.
- Phase of Management
- Mitigation:
- Pre-plan sheltering agreements
- Identify and organize volunteer groups within the community
- Encourage shelter considerations in architectural design

#### Preparedness:

- Identify mass care facilities (temporary lodging and emergency feeding sites) and protective shelters
- Obtain cooperation of facility owners for use as a mass care facilities and protective shelters
- Identify emergency feeding supplies
- Coordinate responsibilities with other agencies and volunteer groups
- Identify projected sheltering requirements of “special needs” groups.

#### Response:

##### Pre-evacuation Phase Actions:

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- The following actions will be taken by the American Red Cross (ARC) and those appropriate State, County, and local agencies to support reception, sheltering, and mass care activities during a period of potential or imminent threat of disaster or emergency:
- Notify key personnel to allow immediate review and implementation of plans and checklists.
- Partially or fully activate the Stillwater County Emergency Operations Center (EOC), if necessary.
- Open designated mass care shelters and begin to stock those facilities with food, water, medical supplies, cots, blankets, and administrative supplies.
- Notify Health Department Officials of potential staff needs to assist ARC personnel at mass care shelters.
- Coordinate the release of public information announcements and advisories regarding:
  - the need to evacuate,
  - evacuation routes,
  - reception center locations, and
  - personal items to be brought to the shelters (pets are excluded).
- Arrange transportation to shelters for those having special needs, and for those without transportation.
- Alert hotels and motels in neighboring unaffected jurisdictions, so that those facilities can prepare for an influx of evacuees not wishing to utilize public mass care shelters.

### **Implementation Phase Actions:**

- The following actions will be taken after the on-set of a disaster or emergency:
- Take actions listed above, if not previously accomplished.
- Maintain communications between reception centers, mass care shelters and the ARC District Office.
- Advise the EOC of the number and condition of the evacuees housed in each shelter.
- Provide the following for those in the affected area who are not housed in mass care shelters:
  - Emergency supplies of food, water, clothing, and first aid.
  - Temporary congregate feeding facilities, if necessary.
  - Provide food and water for emergency workers.
- Coordinate release of public announcements concerning:
  - The condition and whereabouts of persons in, or evacuated from disaster areas;
  - the availability of emergency supplies of food, water, and clothing; and
  - the location of reception centers and mass care shelters.
- Provide assistance with registration of evacuees and victims.

### **Recovery:**

- Assess continued human needs of victims
- Keep reception centers operating as long as required, and continue other mass care activities, as necessary. Provide food, water and medical assistance to the affected

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population and emergency workers.

- Arrange for the return of evacuees to their homes, or for transportation to long-term shelters, as the situation dictates.
- Provide for communications at shelters to permit evacuees to advise family and friends of their whereabouts.
- Deactivate unnecessary reception centers and mass care shelters.
- Clean and return shelters to original condition; keep detailed records of any damages.
- Consolidate mass care shelter(s) costs, and submit these statements to the appropriate authorities for possible reimbursement.
- Coordinate with State and Federal officials on location of a Disaster Application Center (DAC).
- Operational Roles and Responsibilities

### **Incident Command:**

#### **The Incident Commander should:**

- Coordinate with the ARC in the development of the shelter and mass care program;
- Notify the ARC of the need to shelter (how many) persons, and the evacuation routes the evacuees may use; and
- Keep the public informed of disaster and mass care issues.
- The Operations Section should:
  - Ensure law enforcement security at shelters and mass care facilities where possible;
  - Ensure the inspection of shelter and mass care sites for safety.
- The Logistics Section should:
  - Assist evacuees with transportation to shelters;
  - Assist in providing/coordinating public transportation to emergency feeding sites and food distribution sites.
- American Red Cross (ARC)
  - Develops and maintains a list of facilities in the County which can be utilized as mass care shelters.
  - Develops a list of resources necessary to provide for the needs of those sheltered in coordination with DES.
  - Identifies, in coordination with DES, the supplies, food, water, clothing, medicines, and personal items that evacuees should take with them to a shelter.
  - Staffs and equips shelters on activation, or, given warning time, prior to activation.
  - Coordinates with the DESC for the use of cots, blankets, or other equipment.
  - Recruits and trains mass care shelter workers, to include "shelter managers."
  - Registers those housed in mass care shelters and makes this information available to the EOC.
  - Provides meals for both victims and workers.
  - Provides dispersal orders for clothing only to victims of a natural disaster when it is determined that clothing was lost or destroyed. In other types of disasters, assists designated agencies in collecting/coordinating used clothing for use in mass care shelters.
  - May support emergency first aid services at MCSs.

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- Coordinates crisis counseling.
- Coordinates with private and government officials to solve unmet needs and reconcile any problems at mass care shelters.
- Provide continuous representation at the County's Main EOC, when it is activated.
- Coordinates with all volunteer service organizations, such as Salvation Army.
- Provides a locator service to answer inquiries about people in the disaster area.

### **Fire/Rescue Service**

- Surveys MCS sites for fire safety, as needed.
- Provides advice on fire security during operations.
- Provides first aid teams to mass care shelters as able.
- Trains selected evacuees to serve on MCS fire suppression teams, when an extended stay is anticipated.
- Provides fire protection.

### **Law Enforcement**

- Provides security and law enforcement for reception centers.
- Provides traffic control during movement to/from reception centers and MCSs.
- Helps provide communications for reception centers through mobile units.

### **Stillwater County DES**

- Support the ARC, ensuring that effective coordination exists between the ARC and the Stillwater County Departments, schools, and other appropriate agencies that provide personnel, equipment, facilities, and supplies.
- Identifies areas that may require evacuation and subsequent sheltering of population.
- In coordination with the ARC, selects suitable sites to be used as mass care shelters.
- Coordinates with the ARC to develop and maintain shelter utilization plans.
- Coordinates with the jurisdiction law enforcement and fire services to develop procedures to support shelter plans.
- As necessary, make arrangements with the Public School Districts for the use of facilities and available equipment.
- Designate shelters within commuting distance of vital facilities or an incident area for essential workers and their families.
- Manage the EOC, advise the CEO's and support field operations.
- Provide public information if the PIO is not available.
- Remain in contact with the host area to resolve any problems that might arise.
- Hold periodic briefings when necessary for the EOC staff to exchange information.
- Act as liaison with MTDES.

### **Public Health**

- Public health nurse assists the ARC at shelters.
- Inspects shelters for sanitary conditions, including food and water supplies, wastewater and garbage disposal.

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- Coordinates for provision of medical services at the shelter locations, and provide advice on the requirements for “special needs” sheltering (e.g. Doctors, Nurses, links to pharmacies for prescription drugs, links to home health care organizations that might be employed in a disaster, etc.)

### **Public Schools**

- Enters in to agreements with the ARC or DES for the use of school facilities and food supplies.
- Provides personnel, particularly maintenance, cooks, teachers and school counselors, to assist in reception center and mass care shelter activities.
- Provides close coordination with an ARC Shelter Manager, when a school facility is used for a MCS.

### **Authorities and Limitations**

- The Incident Commander (IC) had authority to coordinate the use of resources and personnel at the scene of the emergency.
- The ARC was designated by Congressional Charter (Act of Congress of January 5, 1905, as amended, 36 U.S. Code 3, fifth) as the agency to operate shelter facilities and provide mass care during natural disasters.
- The Commissioners have the authority to declare a State of Emergency within their jurisdiction and the responsibility to request a state or federal declaration if appropriate.
- Commissioners have the authority to enter into mutual aid agreements between their jurisdictions and other jurisdictions.
- Law Enforcement has the authority to order evacuations and close roads.
- The County Health Officer has broad authority over matters of public health to include air and water quality concerns, food supplies, wastewater systems, and disease prevention.

### **Warning and Notification**

- See Annex B in Section II: Functional Annexes.
- The DESC or his deputy will activate the EAS by contacting the NWS (##) to initiate the message. If phones are down, a message may be hand delivered to the primary EAS station.
- If communications are down the most logical source of communications will be Amateur Radio (ARES) organizations, which is able to provide portable and self sustained Ham radio communications that can link critical sites such as the EOC, shelters, hospitals, and others that may be needed.

### **Public Information**

#### **Public Information to the Public**

- See Annex D in Section II: Functional Annexes
- The EOC will be responsible for all emergency public education and information.
- Once appointed, the Public Information Officer (PIO) will be responsible for public coordination and dissemination during the emergency and will clear all press releases through

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the Incident Commander or DESC. All approved press releases will be logged and a copy saved for disaster records.

- During the event, the PIO, in conjunction with the IC, will continue to provide pertinent information over the radio and TV. The public will be reminded to remain calm, stay tuned for more information, and to follow instructions of emergency management personnel. Such instructions may include guidelines for returning to homes, shelter accommodations, sanitation, and where and how to report damages.
- The normal alert and warning systems may be down or limited following a major disaster. It may be necessary to augment these systems with mobile public address systems, door-to-door contact, and posting notices on bulletin boards in designated public gathering places such as shelters.
- The PIO may also participate in a Joint Information Center (JIC), staffed by PIOs from various jurisdictions, to address the media with a single, coordinated voice.
- Receiving Information from the Public
- Providing adequate communications means to receive information from public, such as damage reports, sanitation problems, health issues, offers for donated goods, and other public safety-related problems, is the responsibility of the Communications Unit Leader and the PIO. This will probably be done by staffing public information lines and publishing the telephone number through the local media. The PIO must also ensure the information received is communicated to the appropriate EOC section to deal with it.

### **Considerations and Implementation Responsibilities**

#### **Human Services**

- In addition to the provision of shelter and mass care, unique demands will be placed upon the delivery of human services to include crisis counseling. The American Red Cross will coordinate for these and other services.
- Administration and Logistics
- Records and Reports
- All evacuees housed in MCSs will be registered.
- The designated shelter manager will maintain shelter occupancy forms and shelter event log forms. This information should be made available on a daily basis to the local Red Cross chapter, and the EOC Manager through the Red Cross representative at the EOC.
- The ARC should maintain records on the sources and expenditures for food used for mass feedings.
- MTDES is responsible for maintaining the “National Facility Survey” and the “Reception and Care Survey” inventories of public shelters across the State, and providing assistance to local jurisdictions with evaluating facilities for use in all hazards, on request.
- Each governmental agency should keep comprehensive records reflecting its efforts and expenditures and forward this information to the appropriate County, State or Federal officials for reimbursement purposes, upon request.